During the last two decades, almost half of Africa has been devastated by armed conflicts. Along with the HIV/AIDS pandemic, poverty and political deficit, these conflicts are a major obstacle to the development of education in Africa. Their impact on the education system is particularly devastating: destroyed or damaged infrastructures, dismantled teaching staff, traumatized, orphaned and displaced refugee children or child soldiers… Not to mention the general insecurity and chronic instability that renders it impossible to administer, manage or plan education.

Conflicts go well beyond a braking effect and stagnation. They also cause regression, as the example of some African countries clearly demonstrates. Whereas a practically universal access to primary education had been recorded, armed conflicts have caused enrolment rates to fall by about 30 to 40 points. It is likely that other aspects of the education system are as seriously affected. Such indicators of observable decline are all the more worrying because they are likely to conceal other less visible – yet extensive – damage to both equity and quality throughout the sector.

The conflicts-education equation is an issue of deep concern. At the request of the Ministers’ Forum, ADEA, in partnership with the Commonwealth Secretariat, has responded by organizing a conference in which dialogue about policies, the sharing of experiences and lessons learnt were top of the agenda. For three days, Ministers, development agencies, civil society organizations and education specialists exchanged collegial thoughts on education in crisis situations, as well as the situations before and after conflicts. From the ensuing discussions (See Joris van Bommel’s article, page 5) and in other circumstances, I would like to reflect on three major ideas relating to emergency, reconstruction and prevention.

Crisis situations call for urgent interventions to save lives, care for, feed and accommodate populations in great distress. We must strongly assert that education does not come after the emergency but is an integral part of it. Children, the most vulnerable group, must be protected from all kinds of aggression. It is indeed through education that they can best be offered some immediate sense of security and comfort; once this foundation exists, education can help create for them areas and references of normality and socialization, of interaction and understanding, of opening and hope for the future. Conflict situations...
must not therefore suspend the children’s right to education. It is rather the time when the need for education is most vital. Communities, civil society organizations and religious congregations try their best to ensure that this right is exercised in extreme conditions. It is the duty of aid bodies to support them in the challenges they face. The task of ADEA for its part, is to enable these actors to keep in touch with regional and inter-nation debate on education so that their approaches may evolve together with education policies, practices and knowledge in the critical times before, during and after conflict.

At this stage the crucial question arises of the relationship between urgency and construction, between the need for action to answer immediate and short-term needs on the one hand, and on the other hand, the indispensable need to structure medium and long term development perspectives that also address issues of poverty [see article by Susan Opper, page 8]. Let us say right away that post-conflict emergency actions are designed and implemented with the intention of not hampering future efforts. Yet that is what happens when models, approaches, and financing schemes are established that internal capacities and resources, once restored, will not be able to reproduce – either on a wide scale, or for any length of time. It is therefore necessary to be rigorous about taking durability into account, whether in rehabilitating infrastructures, reconstituting the teaching body or reorganizing the management and leadership objectives.

Furthermore, it is often observed that in periods of conflict, the State’s deficit is compensated for in the education sector by strong community commitment. To the best of their ability, communities open schools, recruit teachers and take over management. Once government regains responsibility for the functioning and financing of the educational system, the sense of commitment gets repositioned. One needs to be careful and look out for policy and strategy options that, instead of breaking off or disqualifying the dynamics of the community for education, enhance its value and strengthen it.

When approaching reconstruction, the post-conflict situation should be viewed as an exceptional opportunity to take a close look at designing and undertaking reforms that would have been difficult to launch when the established education system was less destabilized. However, the spontaneous tendency is rather to want to re-establish the system as it was prior to the conflict without considering the changes that had taken place as much in the country as in the way of thinking and acting on education. This means giving all attention to dialogue on reconstruction policies national dialogue, certainly, but experience sharing with other countries, as well.

Among the reforms to be considered, one of the most crucial is that of giving a new direction to the education system so that it later becomes a powerful means of reconstituting the ripped fabric of national life. It must promote a new education philosophy centered round the values of tolerance, peace and democratic culture. This means establishing education services that involve teachers, students and surrounding communities in experimental learning. Education would then become a true melting pot of opinions, attitudes, and everyday behavior whereby people learn how to talk respectfully, how to know and respect differences (cultural, linguistic, religious, political…), and to solve their differences peacefully. Such an education develops democratic citizenship [see article by Anna Obura, page 3]… and all would be able to say "never again". Achieving this would mean a hope of preventing armed conflicts, for education is our most powerful weapon for beating the odds. ▲

Mamadou Ndoye
Executive Secretary, ADEA
Building Africa, Building Peace: What Education Can Do

By Anna P. Obura, Consultant

Africa has seen more than one third of the world’s armed conflicts. What is the role of education in the prevention of conflict and in promoting peace?

Africa needs peace-education programs in post-conflict countries for healing purposes and for prevention of future conflict. The last decade has seen much violence on the continent, increasing in frequency, intensity and scale, while chronic conflict continues in some countries. Stable countries cannot be complacent about peace or the pursuit of social development. They need to consolidate gains and eliminate remaining disparities.

Disparity is the tinder box

Analysis of the causes of conflict in Africa points to the despair of disenfranchised people and to the potential for their exploitation and manipulation by power brokers. It is not the poorest countries but countries with the most glaring social disparities that are most likely to succumb to violence. No country in Africa can consider itself immune, due to the nature of global, regional and internal factors currently fuelling conflict. It is no coincidence that social disparities are increasing on the continent that is subjected to the most internal strife. This is a vicious circle, in which conflict results in extreme poverty, and growing poverty is often associated with violence.

Education systems can fuel conflict

It was once thought that schooling was always good for the individual and the nation. However, schooling does not always translate into education (learning) or into good education (learning what is worthwhile). Low-income families have to weigh the benefits of keeping their children in school against withdrawing them to improve family income, to increase the pool of family labor or to marry off their school-age daughter advantageously into a wealthy family. We are now less naive about the power of schooling. We know that it mirrors society and that it can reproduce the bad alongside the good. We know that it can, through neglect, lack of monitoring, or use as an instrument to further a political agenda, exacerbate disparity and fuel conflict. Governments have been known to allocate resources unfairly, to use unjustifiable entry quotas, to systematically reduce the numbers of certain social groups in school or to exclude them from specific courses (the Hutu in Burundi, the Tutsi in Rwanda, the southern Sudanese, the Nuba and the Black communities of Darfur, Sudan); and to manipulate examination results to the disadvantage of certain groups.
Education and conflicts

Escalating violence

Children are more exposed to gratuitous violence than ever before—in their schools, in the streets and on video. The films and videos that reach out even into Africa’s rural areas from the dumping grounds of East and West are trashy, violent and dehumanizing. The viewers are generally young males, who constitute the main pool for militia recruitment. At the same time, school managers are offered upgrading courses on finance and accountability but rarely on personal relations.

Building peace through education

There are a number of considerations in building peace through education.

- **Universal access:** First, it makes no sense to educate fewer than all the children in a post-conflict situation. It is a recipe for disaster to create yet another generation of disinherited, idle, poor, unskilled and unemployed youth who are angrier than generations past, as the Rwandan youth attest. Strategies for reaching all school-age children include extending formal education, including small schools and home schools in remote areas, and developing flexible alternative programs, including outreach.

- **Standards of quality:** Second, the education sector has to function at a level of quality that will guarantee equity. It cannot be allowed once again to descend into unmonitored mediocrity or inequitable delivery, creating new resentments and anger among those least served by the system.

- **Equity at structural level:** Ministries of education need to commit not only to the principles of equity (equitable delivery of education, fair distribution of human and material resources) but also to practicing them. This means, first, allocation of schools, classrooms, teachers, and well qualified teachers according to population levels by district and zone, not by political or ethnic allegiance. Second, it means going further than equal or proportionate distribution of resources, namely, to allocation of supplementary assistance to the historically disadvantaged areas until they have caught up with the others. The success of this policy requires regular monitoring to identify changing levels of need and new gains in order to scale assistance up or down across districts.

- **Equity in the school:** As a microcosm of society, the school provides an institutional learning context of daily relevance to building social equity. Head teachers and teachers have to be clear on their peace-building goals for the school and find incremental ways of attaining them. It is not pedagogically sound to leave peace education to one teacher or one syllabus. Building peace and promoting equity means making schools less authoritative and more child-friendly. In the Kakuma refugee camp in Kenya the peace teachers never carried a stick, not even to point at the blackboard. All the other male teachers carried long, menacing leather whips with metal handles. The grade two boy prefects had child-size sticks—and used them. This was a case of mixed institutional messages. Peace education has to be espoused from the top, with its disturbing new way of looking at life and living it. The peace-education program had to tread carefully to survive in Kakuma, so as not to disturb the status quo too openly. This was no solution at all.

- **Equity in the classroom:** If schools succeeded in implementing the participatory learning methods that most systems have officially espoused, this would be synonymous with practicing equity. But it remains an elusive goal for all but rare projects and exceptional national systems.

- **Equity in the curriculum:** The official national curriculum specifies the content (knowledge, skills, values or attitudes) children are intended to learn at school. Peace education needs to be behavior-oriented, developing new skills in the learner. This is a challenge seldom met in peace-education programs. The excellent new study from IBE UNESCO underscores the difficulty of post-conflict curriculum transformation. The emergency-education curriculum must not only be peace-compatible in every subject, it must actively promote peace in multiple senses. Subjects typical of emergency education programs include review of contemporary national history; exploring causes of the recent conflict and deep-seated confrontational, historical myths (in the history curriculum); civic/political education;

**What they said**

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Mamadou Ndoye, Executive Secretary, ADEA

“It was once thought that schooling was always good for the individual and the nation. However, schooling does not always translate into education (learning) or into good education (learning what is worthwhile). We know that it [schooling] mirrors society and that it can reproduce the bad alongside the good.”

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“In this grim struggle, education becomes a luxury, a far away dream and the least of parental worry. Special and deliberate interventions are therefore necessary if victims of crisis and conflict are to access education.”

Hon. Professor George Saitoti, Minister of Education, Science and Technology, Kenya

“Choosing the right teachers in a population of refugees is a delicate matter. It depends on information gathered from the candidates themselves that is confirmed by other members of the community.”

M. Seny Sylla, Inspector General, Ministry of Pre-university and Civic Education, Guinea.

*During the Ministerial Conference on Education in Countries in Crisis or Post-Conflict, Mombasa, Kenya, June 2-4, 2004.

Continued on page 16
At the April 2002 meeting of the Association for the Development of Education in Africa (ADEA) Bureau of Ministers in Chantilly (France), several education ministers called for a conference on education in situations of crisis and early reconstruction. Their request is clearly justified by even a quick glance at Africa where more than one third of the world’s major armed conflicts are taking place and nearly half of the world’s 10 million refugees are living. In these countries, conflicts are a major barrier to educational development and the achievement of quality Education for All. In addition to being potent sources of political instability, social cleavages and massive destruction of all kinds, conflicts have a direct and devastating impact on the education system and its main stakeholders: school infrastructure and resources are destroyed, families separated, the teaching force disrupted, children press-ganged into armed bands, orphaned, disabled, and traumatized. During and after conflicts, national governments and foreign aid are confronted with a context in which delivering education services represents a major challenge. To devote more thought to a subject that is crucial for the development of education in Africa and offer education ministries, development partners and education specialists an opportunity to exchange experiences and develop a knowledge-base of good practices in a field that is relatively new, and hence insufficiently explored, the conference on ‘Education in Countries in Crisis or Post-Conflict’ was organized from 2 to 4 June 2004 in Mombasa, Kenya, in collaboration with the Commonwealth Secretariat. The conference brought together Ministers of Education and Training from conflict-torn countries (Botswana, Burundi, Mozambique, Gabon, Namibia, Republic of Congo, Rwanda, Democratic Republic of Congo, Seychelles, Guinea, Sierra

Ministerial Conference on Education in Countries in Crisis or Post-Conflict Situations
June 2-4, 2004, Mombasa, Kenya

Education Before, During and After Conflict

By Joris van Bommel, Program Specialist, ADEA

The many conflicts afflicting Africa are a major barrier to the development of education. Yet the provision of education before, during and after these upheavals is a subject still barely explored. The Mombasa conference, organized on the initiative of African ministers of education, offered a first opportunity for an exchange of views.

A

The Mombasa Declaration

We, Ministers of Education of Africa and their representatives, meeting here at Mombasa, Kenya, from 2 to 4 June, 2004, to address the challenge of achieving Education For All (EFA) in crisis, post-conflict and difficult circumstances, hereby acknowledge our responsibility enshrined in the Universal Declaration of Human Rights, the Rights of the Child; the Geneva Convention (1949), the Convention on the Status of Refugees (1951) and our own African Charter on the Rights and Welfare of the Child (1999), and all other conventions relating to the rights of the child and undertake to mobilize our efforts and resources to:

• Utilize our education systems as agencies and forces for peace-building, conflict prevention, conflict resolution and nation building;
• Recognize the unique position which the girl and boy child occupies in African society and honor their right to free primary education even in times of crisis and post-conflict.
• Endeavor to provide education and protection for every child without distinction of race, ethnic group, color, sex, language, religion, political opinion, national and social origin, birth or status;
• Commit, in collaboration with our development partners to the provision of education services for refugees, internally displaced persons and any other marginalized groups.
• Seek urgently ways to address provision of education for those in our societies facing difficult circumstances particularly those arising out of poverty, ill-health, HIV/AIDS, orphan status or remote locations.
• That each country will endeavor to put in place the requisite Legal Framework for facilitating the implementation of these our resolutions.
Recovery of the education system is an indication that things have returned to normal. The more educational services in place, the more advanced the recovery. By the same token, fewer services indicates how much further the country has to go to achieve both normality and sustainable development.

H.E. Mrs Evelyn Kandakai, Minister of Education, Liberia

More than 27 million children and youth affected by armed conflict in the world are out of school. Education is – and must be – one of the pillars of humanitarian aid and early reconstruction.

Beverly Roberts, coordinator, Interagency Network for Education in Emergencies, UNESCO (INEE)

In our experience, it is necessary to establish programs that meet immediate needs and get to the underlying causes of the conflict by taking advantage of existing opportunities.

Professor Karega Muthoni, Permanent Secretary, Ministry of Education, Science and Technology, Kenya

Education must be undertaken within a larger perspective if it is to contribute to building conflict-resilient societies.

Susan Oppen, Senior Education Specialist, World Bank

What they said

Leone, Guinea Bissau, South Africa, Kenya, Sudan, Liberia, Uganda, Lesotho, Zanzibar, Lesotho) with representatives from ministries, the World Bank, UNICEF, UNESCO, INEE (Inter-Agency Network for Education in Emergencies) as well as FAWE and the ADEA Working Groups on Higher Education (WGHE) and Communication for Education and Development (COMED).

Three main questions were addressed: prevention of conflict, education in emergency situations and the post-conflict reconstruction of education systems.

Before, to prevent: Prevention is closely allied with education policies, namely through their aims and intentions. But above and beyond their cognitive issues, educational policies and models should promote values, attitudes and socially appropriate behaviors.

During: When a country is torn by conflict, it is extremely difficult to provide educational services. But this should not be an excuse to abolish education when it is in fact indispensable for helping children overcome the social and psychological problems and to protect them from hate, vengeance and threats to their health.

After, to reconstruct: During the post-conflict period participants have highlighted the importance of holding a national consultation in order to plan and draw up educational policies. Problems are not limited to lack of bank credit, material resources or technical and institutional capacity. Rebuilding an education system requires a process that involves both the attitudes and the behavior of partners as well as the relationships between them.

The conference helped to foster awareness and commitment on the part of key actors with respect to the educational challenges arising from conflicts in Africa. Participants shared what has been learned from the education strategies, programs and projects developed in conflict situations, from the standpoint of both national policy and external aid. Lastly it created partnerships with other organizations and institutions working in the area of education in conflict and post-conflict situations such as the Commonwealth Secretariat and the Inter-Agency Network for Education in Emergencies (INEE).

At the end of the conference the Ministers of Education signed the Mombasa Declaration, which affirms their will to use education systems to build peace and to prevent and resolve conflicts.

The conference made several recommendations concerning the need:

- To better coordinate country activities, development partners and civil society;
- To establish teams of education specialists experienced in crisis and reconstruction situations, which would act as a sounding board, facilitating discussion and exchange;
- To use an internet site to make information and publications accessible;
- To conduct case studies on existing experience with crisis and reconstruction situations; and
- To set up an exchange program among African countries confronting the same problems.

As result of this partnership and as a direct follow-up of the Mombasa Conference, ADEA, in collaboration with INEE and the Commonwealth Secretariat, organized during INEE’s 2nd Global Consultation on Education in Crisis and Early Reconstruction (2 to 4 December 2004 in Cape Town, South Africa), a Ministerial Round Table. It continued to foster awareness of and commitment to the challenges arising from emergency situations, and included this time as well national disasters, and the essential role governments should play in this. Experiences have been exchanged amongst ministers and experts on education delivery and the sustaining or rebuilding of education systems and conflict situations, based on the discussions in Mombasa and including the experiences concerning early recovery programs after natural disasters.

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Hon. Professor George Saitoti, Minister of Education, Kenya

calls on countries to reflect on the reasons which make it so difficult to establish stable and peaceful conditions

From the Democratic Republic of the Congo, to Côte d’Ivoire, Liberia, Somalia, Sudan, to some of our neighboring countries, families and children have been torn apart by war, children have lost their parents, homes have been destroyed. In these circumstances children have been denied the chance to lead normal lives and to develop their potential like other children in the world. For many of these children, laughter is a stranger, hunger and even death are constant companions, and abuse of every kind, daily occurrences. In this grim struggle, education becomes a luxury, a far away dream and the least of parental worry. Special and deliberate interventions are therefore necessary if victims of crisis and conflict are to access education.

…In this grim struggle, education becomes a luxury, a far away dream and the least of parental worry. Special and deliberate interventions are therefore necessary if victims of crisis and conflict are to access education.

…It is important that before we come to seek solutions on how to provide education to these excluded groups, we should briefly pause and ponder on the conditions that continue to militate against peaceful and safe environments for the world’s children and those of Africa in particular.

…Our African communities are blessed with a wide diversity of cultures and ethnicity that is hardly experienced by other world communities. Unfortunately, in many of our countries, instead of celebrating this diversity, we have allowed ancient suspicions and rivalries, prejudice, and deep misunderstandings of one another to rule our relationship, sometimes culminating in tragic confrontations which affect the most vulnerable – women and children.

…It is not children who start wars, it is adults… Since wars are made in the minds of men, it is imperative that we build the defenses of peace in the minds of men and women, by promoting humanity’s intellectual and moral solidarity and understanding of people through Education for Peace and appreciation of one another. Cultural heritages will foster awareness of our similarities and lead to the realization that there is more that unites, than that which divides us.

…Bad governance and lack of a democratic political environment has also contributed its share of conflict in some African countries. For example, in South Africa, the specter of apartheid denied African children access to quality education for many years. In those countries where conflict has created a big population of refugees, education provision is also a problem. Ethnic chauvinism and marginalization of certain groups thrives in such environments of parochial politics which in turn lead recourse to civil strife by those who feel the weight of unjust and oppressive governance. It is in this regard that the new era of democratic governance and pluralism within our African States must be applauded. We must nurture these democratic institutions and processes that foster peace and stability among our citizens and between our countries. It is only when our schools, or villages and our countries are safe havens for our children, that they will be empowered to begin life’s journey on an equal footing with the rest of the world’s children.

…Let me now underscore the crucial role of education. Education is the means of consolidating democracy and freedom of expression. True democracy calls for equal participation of citizens in the conduct of their countries’ affairs…

We recognize the power of education in the social transformation of citizens from poverty to prosperity and from paucity of life to human dignity and freedom.

…In this regard, we have no choice but to ensure that the Education For All movement is given real meaning by providing educational access to all children including those affected by conflict and crisis. The task is not an easy one. Often this calls for governments of neighbouring areas of conflict to cater for refugee children when their own budgets can hardly meet the needs of their own citizens. And often these children are traumatized, or have been exposed to abuses which make it difficult for them to adjust to ordered and disciplined environments such as schools.

…Then there is the whole question of those children in other vulnerable circumstances. Children whose education is curtailed by practices like early marriages; children who can be periodically displaced by tribal clashes or insecurity due to periodic cattle rustling; street children who know neither parental love nor the security of a place called home; and above all the great tragedy of children orphaned by HIV/AIDS, and others affected or infected by AIDS.

…Today we will deliberate on the funding required; on legal frameworks for securing education provision for refugee children, and on national and international strategies and collaborative initiatives; for this is not a one nation activity but one that calls for national, regional and international partnerships.

…The Millennium Goals have placed educational equity and access at the center of poverty reduction for the majority of the world’s people which include children. We must therefore in every possible manner prioritize the educational needs of children in post-conflict and crises situations.

Excerpted from the speech delivered on the occasion of the opening of the Conference on Education in Countries in Crisis or Post-Conflict Situations, Mombasa, Kenya, June 2, 2004

…Our African communities are blessed with a wide diversity of cultures and ethnicity. Unfortunately, instead of celebrating this diversity, we have allowed ancient suspicions and rivalries, prejudice, and deep misunderstandings of one another to rule our relationship…
Building Resilience to Conflict

By Susan Opper, Senior Education Specialist, World Bank

Some development patterns exacerbate inequalities, retard economic development, increase poverty, or undermine social cohesion, thus increasing the risk of conflict. Education must be undertaken within a broader perspective if it is to contribute to building conflict-resilient societies.

On average, countries coming out of conflict have a 50% chance of relapsing in the first five years of peace. In a post-conflict period, initial preparation of policy and system reform that begins as early as feasible can make a powerful impact when civil authority increases its capacity and the momentum for reconstruction efforts builds. But it is equally important to take action in education in a conflict-prevention mode.

Poverty on its own is not a cause of violent conflict, but poverty increases the livelihood of conflict through the prevalence of low levels of per capita income and high dependence on commodity exports. Collier and Hoeffler\(^1\) assert that doubling per capita income approximately halves the risk of civil war. Reducing poverty is therefore critical for reducing the likelihood of civil war. Education is now well established as a necessary, if not sufficient, condition for poverty reduction and economic development and thus has a key role to play in building resilience to conflict.

Furthermore, education systems and institutions have a critical impact on youth employment and on social and ethnic relations, which play a determinant role in the outbreak, escalation or revival of violent conflicts\(^2\). Youth unemployment (especially for males) can have a critical bearing on the probability of violent conflict. Lack of jobs and opportunities tend to create frustration, making unemployed youth prime candidates for recruitment by militant organizations with funds and arms at their disposal. Ethnic dominance (one ethnic group controls state institutions and/or the economy) entails a high risk of outbreak of violent conflict.

**Education as part of a cohesive development strategy**

There is increasing evidence that investment in education is more effective if it is part of a coherent development strategy. Hence the importance of emphasizing the linkages between conflict and the wider development frameworks including poverty reduction and debt relief.

Education is more effective if it is part of a cohesive development strategy. Hence the importance of emphasizing the linkages between conflict and the wider development frameworks including poverty reduction and debt relief.

Few challenges the critical role of education in development, but identifying what it takes to ensure that education plays an effective role in post conflict reconstruction requires systematic analysis of the relationships between education, conflict and poverty.

It is vital that Ministers of Education and ADEA play an active role in addressing the usual development challenges as well as the additional problems created by conflict in new and innovative ways. Not all the education strategies and investments currently undertaken are made by education specialists, directly through the education sector. Important contributions are made through economic recovery credits, social funds, emergency trust funds and similar other instruments to finance school rehabilitation, supply of textbooks and other goods and services. To be effective, and to avoid undermining the expertise of the education sector – as non-education specialists drive these other efforts – Ministers of Education need to be in a lead position.

Furthermore, there is work to be done on the reconstruction continuum from prevention through crisis to development. Much of this requires mobilizing broad inter-sectoral expertise. Not every issue can be solved through a “pure” education sector program. For example, teacher career patterns and salary structures may be addressed more effectively in collaboration with specialists in finance and civil service. However, here again, the education sector must play a decisive role\(^3\).

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2. The World Bank’s Conflict Prevention and Reconstruction Unit Conflict Assessment Framework lists “high youth unemployment” among its nine conflict risk indicators, and includes “social and ethnic relations” as the first of six categories in the framework.
3. CAF was developed by the World Bank’s Conflict Prevention Unit as an analytical tool considering factors affecting conflict in order to help develop conflict sensitive approaches that may help prevent the onset, exacerbation or resurgence of violent conflict. CAF highlights key factors influencing conflict in six areas: social and ethnic relations; governance and political institutions; human rights and security; economic structure and performance; environment and natural resources; and external factors.
Providing education after conflicts: Lessons learned from country experiences

The World Bank is accumulating experience on how to provide better quality education sector programs in post-conflict situations. Below are some of the lessons learned from country experiences that can provide a basis for setting priorities, sequencing and planning capacity building.

**Moving the education agenda.** To move on the agenda for education it is essential to have an effective counterpart in the country and evidence of strong international cooperation, and to clarify the roles of all stakeholders.

**Political leadership.** The pace of system reconstruction is strongly influenced by the level of political leadership that can provide a clear vision and help to coordinate donors around it.

**Coordination, networking and knowledge sharing with humanitarian and development partners.** Effective donor coordination requires strong national leadership. In the absence of a strong political authority, clear and effective mechanisms are required to ensure coherence in reconstruction. In some countries, an external agency fulfills this role. This model has potential, but also holds dangers if the agenda is predominantly imposed from the outside.

**Developmental perspective.** Education must be undertaken with a developmental perspective if it is to contribute to building resilience that will prevent conflict and reverse the damage done by conflict. Investment in education is more effective if it is part of a cohesive development strategy. Hence the importance of emphasizing the linkages between conflict and the wider development frameworks including poverty reduction and debt relief.

**Collaboration with other sectors.** Not every issue can be solved through a "pure" education sector program. Some issues will require mobilizing broad inter-sectoral expertise. For example, teacher career patterns and salary structures may be addressed more effectively in collaboration with colleagues in finance and civil service.

**Programs that help the process of reform.** In early stages of post conflict reconstruction, while the authority of the government is being consolidated, the process of reform is facilitated by programs that help: (i) address the challenges to establish careful balance of building on the foundations of the previous system without reproducing the inefficiencies of the past; and (ii) balancing recentralization and decentralization to ensure that consolidation of the system does not destroy community participation and involvement in schooling and education.

**Management and financing across sub-sectors.** Evidence is showing that primary schooling rebounds quickly after periods of conflict; secondary and higher education less so. This is closely related to the more ready involvement of communities in managing schools at primary level. This underscores the very significant role of the State in terms of balancing management and financing across sub-sectors.

**Information about the situation on the ground.** Statistics and reliable information about the situation on the ground are vital for a good diagnosis of needs, adequate investments in the education sector and consensus-building between government and partners. Specific activities may include: consolidation of existing data sources, technical work to re-establish valid baseline indicators and EMIS systems, review of existing legislation and regulations, exploration of school and system governance options, diagnosis of the state of the system and analysis of resource flows.

**Establishing momentum.** It is important to demonstrate immediate results in order to consolidate peace. This will help re-establish confidence that something can be done in the country.

**Access and equity.** Access is the best route to tackling equity. Expansion that prioritizes girls, poor communities and rural areas can be an effective way of rapidly closing equity gaps.

**Quality improvement.** Quality is a concern of all communities, parents, teachers and students, and strategies to tackle it are most successful when addressed as an ongoing process of quality improvement rather than striving to meet some external or historically determined standard.

**Curriculum and textbooks.** Curriculum reform is more effective if implemented gradually in line with the emerging capacity of the education authorities and the national consensus on policy. Textbooks often exert more influence on classroom practice than official curriculum documents so are often identified as a starting point for curriculum change, especially where textbooks are seen to reflect bias and prejudice.

**Teachers.** Teachers are the most critical resource in education reconstruction. Rationalization of the teaching force rather than recruitment is more often the biggest personnel challenge. Early moves to consolidate the teaching corps, redeploy and improve the utilization of teachers should be made. Appropriate remuneration and training of teachers is also important. Materials-based short courses for teachers have greatest early impact.

Susan Opper
Senior Education Specialist
The World Bank
The Challenge of Reconstruction

Hon. Mrs Evelyne Kandakai, Minister of Education, Liberia

Following a conflict that lasted 14 years, Liberia must now reconstruct its education system to meet needs of every kind. The Liberian Minister of Education attests to the challenges facing her country and her ministry.

In reconstructing education in the aftermath of destruction, where school buildings exist without roofs and furniture has been looted and used for firewood, where teachers and students have fled for their safety and many dwell in nearby asylum countries or camps for the internally displaced, and where stocks of textbooks and other educational materials have been vandalized, there is much sympathy from the many visitors and on-lookers who parade through the victimized country and the doors of the ministry of education. They offer their condolences.

Since the victimization is national, the education ministry receives emergency assistance for attending to students who languish in camps, in asylum countries, and in communities across the country in which schools are left bereft of their already inadequate physical and material support and of human resources. It is worrying that such schools are to house returnees who, when repatriated, want to return soon to their education.

In Liberia, a sense of impotency prevails in the ministry of education and throughout the sector, because everything appears to be wrong or down. When asked the frequently repeated question, “What are your priorities?” the answer is not forthcoming, because too many wants come to mind: physical rehabilitation, teacher training, how to deal with girls who are left distressed. Or one could talk about thousands of former combatant youths—who, in Liberia, were projected at 38,000—to be disarmed, demobilized, rehabilitated and reintegrated. These former combatants may be a not-so-distant peril to society if they are not properly cared for.

One also gives priority to putting in place an education system that will not be devoid of a strong and relevant academic program at a time when commitment to reconstruction of vocation technical programs is weak and watchwords such as “quick impact” and “micro–projects” abound. These trends highlight the difficulty of coordination. Long-term projects and solutions will be contemplated in the context of post-conflict environments only if governments put their foot down, as we did in Liberia, and agencies such as UNESCO assist with the development of a sector-wide policy framework and long-range planning that attempts to chart and rationalize competing priorities.

A big challenge for the education system in a post-conflict country is the large number of over-age schoolchildren and what to do with them. In Liberia, after 14 years of conflict, an estimated 60% of primary-school children are over-age, while 40% at the secondary level are above the normal age range. A special accelerated program, reducing the primary grades from six to three years has had to be designed to deal with the problem. In the context of the ADEA 2001 Biennale on the theme, "Reaching Out, Reaching All," this program needs to be maximized and brought to scale.

Higher education in post-conflict countries is also fraught with difficult challenges. It is the students and faculty of tertiary education institutions who can make the most noise and articulate their needs the best, often attracting government’s attention away from the masses of children at the primary level, who, according to the Dakar commitment, deserve free and compulsory primary education. The launching on November 3, 2004, of the Back to School and Free and Compulsory Primary Education Program led by the government and the international community, notably UNICEF and ECOWAS, was a highpoint in the development of post-conflict education in Liberia. The challenge is to sustain this program, even as the peace in Liberia is said to be irreversible.

The grinding poverty in post-conflict countries such as Liberia, coupled with vulnerability to HIV/AIDS and a high demand for education, offer an exceptional challenge to the education ministry and sector.

When asked “What are your priorities?” too many wants come to mind: physical rehabilitation, teacher training, how to deal with girls who are left distressed. Or one could talk about thousands of former combatant youths—to be disarmed, demobilized, rehabilitated and reintegrated.
Ensuring A Minimum

By Allison Anderson¹, Eli Wærum Rognerud²

The Inter Agency Network for Education in Emergencies (INEE) has just published a handbook of minimum standards needed to assist education providers during emergencies, chronic crises or periods of reconstruction.

Education should be an integral component of all humanitarian assistance. Children, youth and adults affected by calamities and conflict have as much a right to education as anybody, and they may need it even more.

The “why”

Education in emergencies, chronic crises and early reconstruction is not just a right, it is a necessity that can be both life-sustaining and life-saving. It sustains life by offering structure, stability and hope for the future during a time of crisis, particularly for children and adolescents. It also helps to heal bad experiences and build skills, and it supports conflict resolution and peace-building. Education in emergencies saves lives by directly protecting against exploitation and harm and by disseminating key survival messages, such as landmine safety or HIV/AIDS prevention.

Traditionally, education in emergency situations has been seen not as a humanitarian priority but as a long-term development activity. In recent years, however, awareness of the need for non-formal and formal education programs in emergency situations has increased. Two issues in particular have come to the fore: how to ensure a certain level of quality and accountability of education in emergencies and how to mainstream education as a priority humanitarian response.

The “what”

Traditionally, education in emergency situations has been seen not as a humanitarian priority but as a long-term development activity.

The Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction, launched as a handbook in Cape Town in December 2004, responds directly to these two challenges. As the first global standards for education in emergencies and early reconstruction, they represent a universal tool to define a minimum level of educational quality and to help ensure the right to education for people affected by crisis. Most notably, they represent the result of two years of consultative work facilitated by the Inter-Agency Network for Education in Emergencies (INEE), involving over 2,250 individuals from more than 50 countries, thus being a true reflection of the actual needs and standards of a vast spectrum of actors, including the affected populations themselves. Students, teachers and other education personnel from communities affected by emergencies all over the world, as well as NGO, government and UN staff, donors and academics, have contributed to the development of the minimum standards.

The “how”

The minimum standards are founded on the Convention on the Rights of the Child, the Dakar 2000 Education for All goals, the UN Millennium Development Goals (MDGs) and the Sphere Project’s Humanitarian Charter. Given the humanitarian community’s widespread familiarity with and use of the Sphere minimum standards, INEE adopted the Sphere Project’s definitions of minimum standards, indicators and guidance notes. The minimum standards for education in emergencies should be incorporated into a future revision of the Sphere handbook, confirming education as an integral component of humanitarian assistance. Like the Sphere standards, these minimum standards are meant to be used as a capacity-building and training tool, which will also enhance accountability and predictability among humanitarian actors and improve coordination among partners, including education authorities.

The minimum standards handbook gives definite answers to only some of these questions, but it offers guidance that informs humanitarian action in the context of achieving quality education. The Minimum Standards for Education in Emergencies comprise five categories:

1. Minimum standards common to all categories: focuses on the essential areas of community participation and assessment, response, monitoring and evaluation when applying any of the other standards;
2. Access and learning environment: focuses on partnerships with stakeholders to promote access to education, as well as linkages with other sectors to enhance security and physical, cognitive and psy-

INEE

What is the INEE?

The Interagency Network for Education in Emergencies (INEE) is made up of United Nations agencies, NGOs, community members, practitioners, experts, donor representatives and researchers, all working together to ensure that the right to education is respected during emergency situations and during reconstruction. INEE was founded in November 2000 following the World Forum on Education.

What does INEE do?

INEE promotes cooperation between organizations by means of awareness building, communication and the sharing and dissemination of information. It’s Web site <www.ineesite.org> and electronic forum are both very active means of communication.

INEE sponsors the Working Group on Minimal Standards in Education in Emergency Situations, which includes a broader membership of experts and practitioners.

Continued on page 16
Eleven years of civil war wreaked havoc on an education system that had previously served the region’s elite. Today, Sierra Leone is rebuilding its school system to provide Education for All and to reduce the many disparities that still exist.

One unique characteristic of the 11-year rebellion in Sierra Leone was its deliberate attempt to destroy the country’s education system.

Before, Sierra Leone had a rich tradition and prestigious place in history, with a series of firsts in Western style educational provision, including the opening in 1827 of Fourah Bay College, the first university in sub-Saharan Africa; hence Sierra Leone was referred to in the 19th Century as the “Athens of West Africa”.

Many of the first administrators, doctors and teachers in English-speaking West Africa were educated in Freetown by means of a western style education, which was aimed largely at the urban middle class.

The system prided itself on the humanities and was biased towards academically gifted students. While most of the academics, doctors, teachers and barristers from Anglophone West Africa were educated in Freetown, the university also trained civil servants and government administrators for the colonial and post-independence governments.

The majority of Sierra Leoneans, unable to afford formal education or forced by circumstances to work before completing school, were therefore excluded from the elitist education. Few vocational or technical institutions existed to cater to the needs of the majority who could not complete formal schooling. Consequently, literacy levels remained low and in the 1970s fewer than 15% of children aged between 5-11 attended school, and only 5% of children between 12 and 16 years were in secondary school.

In 1990, a rebel movement, the Revolutionary United Front (RUF), emerged, in part instigated by the socio-political history of the country, which had resulted in great inequality, high levels of unemployment, and ultimately the creation of large groups of ill-educated and therefore angry, disillusioned rural youth. Without any education, skills or work opportunities, these became ready recruits and easy prey for the disgruntled and manipulative rebel leaders.

On the outbreak of the conflict, teachers, lecturers and students alike were killed, maimed, abducted and press-ganged. A substantial portion of the population (including teachers) displaced by the war, were either in refugee camps in neighboring Guinea or in Freetown. The general impact on schooling and literacy was devastating. An estimated 70% of schools were either totally destroyed or badly damaged, with 40% of the population affected by post-traumatic stress syndrome.

Government’s basic strategy in the circumstances was a reorganization and relocation of schools and learning centers, and the introduction of programs designed to address the needs of displaced and refugee children, in addition to the educational needs of those in safe havens.

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When restored in February 1998, Government pursued its pre-interregnum educational policies even more vigorously. Prior to the restoration of democratic governance, the Ministry of Education in exile had put policies and programs under its 90 days Emergency

Continued on page 15
Teaching in a world struck down by AIDS

Under the banner “Teaching in a world with AIDS”, the UNESCO Harare Cluster Office, in collaboration with the UNESCO Division of teacher Education and ADEA, met in Zimbabwe from November 29 to December 1, 2004 for a sub-regional colloquium. The meeting was attended by teachers and representatives of the Ministries of Education and Higher Education, Teacher Unions and National AIDS Council and other participants from five countries: Botswana, Malawi, Mozambique, Zambia and Zimbabwe.

For further information contact Hamidou Boukary, ADEA Secretariat, h.boukary@iiep.unesco.org

Second world consultation on education in emergency situations

The Inter-Agency Network for Education in Emergencies (INEE) organized the 2nd Global Consultation on Education in Crisis and Early Reconstruction in Capetown, South Africa, from 2 to 4 December, 2004. Besides the Ministerial Round Table organized by the Commonwealth Secretariat and ADEA, the meeting offered an occasion for announcing publication of the “Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction.”

For further information contact: Beverly Roberts, INEE, b.roberts@unesco.org

ADEA strengthens ties with the NGO Reflection Group on EFA

ADEA presented the activities of its ad hoc Working Group on Quality Education at a meeting organized by the NGO-EFA Reflection Group on December 13, 2004.

The NGO-EFA Reflection Group was asked to participate in preparations for the next ADEA Biennial Meeting.

For further information contact: Joris van Bommel, ADEA Secretariat, j.vanbommel@iiep.unesco.org

Malawian training seminar on finance and education

Some 30 managers from the ministries of education, finance, information and community organizations of Malawi took a training course organized by the ADEA Working Group on Finance and Education (WGFE). It took place in Lilongwe, from 24 to 28 January, 2005 and covered the financing, planning and budgetary management of education.

For further information contact: Mohamed Cherif Diarra, Coordinator, WGFE, Mohamed.diarra@codesria.sn

Teacher training and promotion of bilingual education

What are the obstacles preventing the scaling up of bilingual education? What strategies exist for training teachers in bilingual education? These questions were at the center of discussions between education specialists coming from Mali, Niger, Guinea and Burkina Faso at a workshop held in Ouagadougou on December 16-18, 2004, in which ADEA also participated.

For further information contact: François Xavier Ilboudo, Ministry of Basic Education and Literacy, Burkina Faso, Tel.: +226/50301841

In Burkina Faso, the WGNFE contributes to research on the right to education

The Burkina Faso national WG on Non-Formal Education, a part of the Burkina Faso Association for the Promotion of Non-Formal Education (APENF), has been contributing to research to develop indicators for the right to education.

The national study, carried out in partnership with the Institut interdisciplinaire d’éthique et des droits de l’homme (IIEDH) and the UNESCO Chair for history and economic policy at the University of Friburg (Switzerland), will result in a handbook and methodology for measuring the effectiveness of the right to education.

For further information contact: Anatole T. Niameogo, Coordinator, APENF, aniameogo@crbs.org

Assessment of bilingual schools in Burkina Faso with ADEA assistance

The Minister of Basic Education and Literacy of Burkina Faso has asked ADEA’s help in carrying out an evaluation of bilingual schools there. It was agreed that the assessment would be conducted during March-April 2005. Following the meeting, terms of reference for the assessment were finalized and an international consultant chosen to work alongside the local team.

For further information contact: Paul Taryam Ilboudo, paultaryam@hotmail.com

Launching by WGFE of Kalan Kunda Newsletter

The Working Group on Finance and Education has launched the maiden issue of its newsletter, Kalan Kunda. The publication exists in English and French, and will also be available electronically on the website of CODESRIA.

For further information contact: Mohamed Cherif Diarra, Coordinator, WGFE, mohamed.diarra@codesria.sn
ADEA strengthens collaboration with ERNWACA

The Education Research Network for Western and Central Africa (ERNWACA) is strengthening its collaboration through various joint actions: studies by ERNWACA on ICTs as a tool for school effectiveness; the organization of a scientific meeting between the two biennials that is bringing together African researchers and Africanists so they can all contribute; setting up a journal to allow African scholars an outlet for the continent’s best research; and the establishment of a prize for research on education to recognize excellence in scholarship.

For further information contact Hamidou Boukary, ADEA Secretariat, h.boukary@iiep.unesco.org

Agencies meet to discuss skills development

The WG for International Cooperation in Skills Development met on 17 and 18 January 2005 to discuss the relationship between basic education, skills development and poverty reduction. Among the organizations present were: FAO, the Aga Khan Foundation, the GTZ (Germany), IIEP, ILO, the Swiss DDC and ADEA. ADEA explained the rationale for its new ad hoc WG on Post-Primary Education and explored ways for working together with the International WG.

For further information contact Hamidou Boukary, ADEA Secretariat, h.boukary@iiep.unesco.org

Commonwealth Teacher Recruitment Protocol

A consultation on the recruitment and migration of the highly skilled (nurses and teachers) took place in London on 25 January 2005. The meeting developed strategies for implementing the protocol already accepted by the ministers of education from 24 Commonwealth countries in September 2004. Thanks to ADEA’s support, it has been possible to translate the protocol into French. The ADEA WG on the Teaching Profession (WGTP) has integrated a number of activities concerned with workforce planning, recruitment policies and teacher qualifications into its work program.

For further information contact: Virgilio Zacaris Juvane, Coordinator, WFTP, v.juvane@commonwealth.int

WG on Non-Formal Education focuses on its 2005 program

Members of the Commonwealth Secretariat, the WG on the Teaching Profession (WGTP) and the WG on Non-Formal Education (WGNFE) met in London on 27 and 28 January 2005 to discuss the implementation of its work program for 2005.

For more information contact: Amina Osman, Coordinator, WGNFE, a.osman@commonwealth.int

Improving interaction between research and decision-making

The International Development Research Center (IDRC) organized a workshop in Ouagadougou on 27 and 28 January 2005 to think about ways to bring the two worlds of scholarship and decision-making together. Participants identified a variety of measures for improving the communication, dissemination and popularization of results from research, as well as recognizing that training can help integrate research into the decision-making process, and into design and implementation of policy. The ADEA Executive Secretary presented a paper on: “Research and Policy Decision-making in Education: Together or Opposites?”

The Inter-country Quality Node on Bilingual Education sets program

Meeting in Dakar on 25 November 2004, the inter-country workshop brought together representatives from Burkina Faso, Cameroon, Niger and Senegal, along with partners from UIE/UNESCO and the African Academy of Languages (ACALAN).

The workshop identified each country’s needs, described the existing programs, reviewed the different kinds of cooperation and suggested what the group’s contribution to the next Biennial might be. ADEA’s inter-country quality nodes bring together countries sharing interest in a theme identified as a major factor for improving educational quality. Results of the activities will be presented at ADEA’s next Biennial Meeting.

For further information contact: Joris van Bommel, ADEA Secretariat, j.vanbommel@iiep.unesco.org

For more information on ADEA activities consult the website and monthly Briefs: http://www.adeanet.org/brieves/en_brieves.html
Achievements and remaining challenges

These interventions have significantly impacted education. The number of students taking the NPSE (National Primary School Exam) has continued to rise from 20,000 candidates in 2000, to 100,000 candidates in 2005 (estimated), and the number of primary school staff has more than doubled.

Far-reaching tertiary reforms since 2002, inclusive of the introduction of a novel polytechnic education, have preceded the expected high throughput from school, and a double tertiary enrollment has already resulted.

Gender and regional disparities remain however. In the North and East of Sierra Leone there are four times as many boys as girls enrolled in primary school. Those regions suffered the longest rebel occupation and are most devastated. National estimate is that some 400,000 school-age children and young persons are not in school. To face up to these challenges and the increasing demand for education, despite limited resources and facilities, the following strategies have been adopted:

- To provide free books, uniforms, be- rents and one year's tuition for all girls successful in the 2003 NPSE exam and gaining access to secondary institutions in the north and east of the country, including those who transfer to schools in the two regions;
- To increase the number of schools, inclusive of technical/vocational institutions, to 700 during the next four years;
- To introduce new training programs for teachers (including distance education programs) in order to improve quality and reduce urban/rural disparities;
- To extend the double-shift system to more schools;
- To provide accommodation for rural teachers;
- To improve teachers' salaries and other conditions of service;
- To promote the 2003 Education Act making basic education free and obligatory, and decentralize its management to newly elected district councils in order to encourage local communities, greater role in education.
- To implement education programs for adults and youth living in areas still without schools [see box on this page].

For reconstruction of its education system, Sierra Leone has received considerable support from its external partners. The country hopes that the follow-up activities will allow Sierra Leone to rebuild a quality system of education that will benefit all its citizens.
chological well-being of learners;
3. Teaching and learning: focuses on elements that promote teaching and 
learning, such as the curriculum, training, instruction and assessment;
4. Teachers and other education personnel: focuses on the administra-
tion and management of human resources, including recruitment 
and selection, conditions of service, and supervision and support;
5. Education policy and coordination: focuses on policy formulation and 
enactment, planning and implementation, and coordination.

The “what next”

Of course, the minimum standards will not solve all the problems of providing 
education in emergencies. It would be extremely difficult to have teacher 
training in a refugee camp formally recognized if there is no contact between the 
education system in the camp and the local education system. This problem is 
addressed in the category of Education Policy and Coordination. Indeed, all 
of the categories are interconnected, and frequently standards described in 
one category need to be addressed in conjunction with standards described in others.

The minimum standards offer a tool for humanitarian agencies, governments 
and local populations to enhance the effectiveness and quality of their 
education assistance. Perhaps more important, they may help to ensure that 
people make use of the small opportunities that arise during or in the aftermath 
of an emergency. Without disregarding the devastating impact an emergency is 
likely to have on the education system, providing alternative forms of educa-
tion during an emergency situation or the rebuilding the education system 
after a severe disruption may, for example, permit the development of more 
equal gender policies and the revision of previously divisive curriculum and 
teaching practices. This requires that 
sufficient time be given for curriculum development, training of teachers and 
a gradual shift towards new goals. The minimum standards could be the basis of those goals. ▼

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2. Eli Wærum Rognerud, Assistant Program Specialist, UNESCO/IEP Program for 
Education in Emergencies and Reconstruction.

For more information on the minimum standards implement-
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hesion. Geneva: IBE, UNESCO.
This document describes the objectives and strategies which were used to integrate a number of child soldiers from the National Resistance Army into the school system. It outlines the steps taken to make the program operational, its successes, the difficulties encountered and the lessons learned. Although the process of integrating child soldiers in Uganda was dictated by the country’s own circumstances, it may serve as a useful example for other countries facing similar circumstances.

In this book, the coordination, or lack of coordination, of education during both emergencies and the early reconstruction period is examined. What constitutes effective and poor coordination is also analyzed, with suggestions for enhancing co-ordination of education in emergency and post-conflict settings. This includes the need to recognize that coordinated education systems are unlikely to be achieved unless education authorities are willing to decline aid that does not help fulfill the objectives of their agreed and announced plans.

This book argues that the subtle and complex relationships between schooling and conflict need to be explicitly recognized and examined if the processes of educational reform are to be meaningful contributions to reconciliation and peace building. Is schooling a potential catalyst for the outbreak of identity-based conflict? How can education contribute to social and civic reconstruction, particularly in societies emerging from violent internal conflict? Drawing on studies from societies as diverse as Bosnia and Herzegovina and Guatemala, Lebanon and Mozambique, Northern Ireland, Rwanda and Sri Lanka, this publication explores the role of educational policy change in social and civic reconstruction. The studies assess the way changing concepts of social cohesion are reflected in the shifting curriculum paradigms and rationales that have governed educational policy reform. In doing so, each of the studies examines the potent role of curriculum policy in reconstructing social and civic identities and the challenges that policy makers have been confronted with when trying to change definitions of national citizenship. The determination of language policies in multilingual and multicultural societies, the contentious reinterpretation of national history and the development of a sense of common citizenship and of shared destiny are amongst the challenges that must be addressed, if educational reform is to be successful.

Anita Obura’s study traces the remarkable efforts in Rwanda to reconstruct the national education system after the 1994 genocide. A unique feature of Rwanda’s experience is its use of historical research to guide educational policy, and to help understand the causes and the nature of the genocide so it can never happen again. The children of Rwanda say they are relieved and happy to be home. They are working in an informal and comfortable partnership with their teachers to make school a better place. Yet they face the continuing challenge to provide accessible, relevant education for the poorest, particularly for child-headed households, who represent 25 per cent of primary school-age children still out of school. This book focuses on the contributions of the Ministry of Education and other local organizations, such as the church, in the reconstruction process. The result is a fascinating analysis of the mosaic of planned and unplanned events. The author concludes that the translation of curriculum messages into new and immediate institutional arrangements has proved to be more significant than the more overt and slow-moving changes made to the syllabus.

Conflict presents not only challenges for reconstruction but also significant opportunities for reform of education systems. Drawing on a review of literature, a database of key indicators for 52 countries affected by conflict and a review of 12 country studies, this book explores the paradoxical relationship between education systems and conflict: Every education system has the potential to exacerbate or mitigate the conditions that contribute to violent conflict. The challenge of simultaneous reform and reconstruction at a time of constrained human, financial, and institutional resources calls for particular attention to prioritizing and sequencing of intervention. Short-term immediate responses need to be conceptualized within a framework that provides for more substantial systemic reform as the new political vision emerges and system capacity is built.
Policy forum on private higher education in Africa
Accra, Ghana, November 2-3, 2004

The International Institute for Educational Planning (UNESCO), the Association of African Universities (AAU) and the Association for Development of Education in Africa (ADEA) jointly organized a Policy Forum in Accra from 2 to 3 November 2004. The major objective of the Policy Forum was to discuss issues related to the growth and expansion of the private sector and its implications for the higher education sector in Africa.

The Policy Forum was based on studies conducted by IIEP and on papers prepared by authors from African countries where the private sector is an emerging sector. It brought together around 55 participants including representatives of Ministries of Education, institutional leaders and managers, representatives of the private sector in higher education, and experts. They came from nine countries: Benin, Ghana, Kenya, Mali, Nigeria, Senegal, South Africa, Tanzania and Zimbabwe. Experts from Finland and Paris also attended along with Ministers of Education from Senegal and Ghana, the former Minister of Education of Tanzania, and some university Vice Chancellors.

A rapidly developing sector

The presentations and discussions revealed that private higher education is an emerging sector and a very fast-growing segment of higher education in many African countries. This rapid expansion is evident through the privatization movement and the impetus given by those in the private sector.

The private institutions of higher education (PIHEs) can be classified as either for-profit or not-for-profit. Not-for-profit institutions are owned and operated by trusts which rely heavily on endowments or are supported by religious agencies. It was pointed out that Christian and Islamic organizations are both very active as providers of private higher education in African countries. For-profit PIHEs rely mostly on student fees as their principal source of funding; they offer courses in market-driven subject areas, and at times are affiliated to universities based abroad.

New legislation established

The growth and expansion of PIHEs in Africa is a phenomenon of the 1990s, except in Kenya where private universities have been in existence since the 1970s. In fact, legal provision for the operation of private sector higher institutions did not exist in many of the countries in Africa until the 1990s. The increasing social demand for higher education and the demand for a different kind of education led to initiating policy measures encouraging the private sector in many countries. Now, PIHEs are common in countries such as Benin, Cameroon, Ghana, Kenya, Mozambique, Senegal, Tanzania, and Uganda. In general, Francophone African countries have lagged behind their Anglophone counterparts in terms of moving towards the establishment of private higher education institutions in Africa. As of now, the sub-Saharan countries have more than 100 private universities.

As in other countries, PIHEs in Africa offer degree-level or diploma-level courses. Country studies indicate varying ownership patterns: i) multi-national PIHEs; ii) PIHEs functioning in collaboration with foreign institutions; iii) public-private university partnerships; iv) sponsorship by religious organizations; v) sponsorship by private firms, and vi) collaboration between institutions within the same country.

PIHEs in Africa are established either by private agencies or by religious organizations. The courses offered in private universities in Africa reflect either a commercial consideration in the case of for-profit institutions, or a religious orientation. Most of the religion-based PIHEs offer courses along with theology.

Many of the private institutions of higher education are new and operate with a limited number of staff. Most private universities in Africa rely heavily on part-time teachers. Sometimes they are headed by experienced senior professors from the public universities. There are also examples of universities that are private and recently established with a majority of staff being regular. Some of the church-supported PIHEs employ teaching staff from the church either on a full-time or on a part-time basis. The accreditation procedure and quality control mechanisms are not yet very strong in many PIHEs.

Recommendations

The forum concluded by recommending:

- Creation of a network of PIHEs in Africa;
- Joint research activities on specific areas related to PIHEs;
- Common strategies to encourage the growth of the private sector;
- Drawing up regulations to ensure quality in provision;
- Encouraging study visits to learn about the process of establishing and regulating the sector;
- Encouraging partnerships between public and private institutions; and
- Enforcing regulations regarding quality by accreditation agencies to ensure comparability between grades of PIHEs and public institutions.

Finally, the discussions were favorable to developing both higher education and the private sector. Participants also felt strongly that there is a need to regulate growth of the sector and to make it more complementary to the public institutions of higher education.

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Meeting the Education for All goals by 2015 remains an enormous challenge for most of the African countries. The stated objective of having all children attend and complete quality primary education by 2015 may be at risk given a shortage of qualified teachers. The Education for All Global Monitoring Report indicates that the additional number of primary teachers needed could range from 15 to 35 million, with the numbers varying widely by region but highest in sub-Saharan Africa. Ensuring that sufficient teachers are available also represents an additional burden for a government's budget. Furthermore, teacher salaries in various African countries are estimated at eight times per capita GDP, while the world average is twice per capita GDP. This double pressure of growing enrolments, shortage of teachers and budgetary constraints is forcing governments to find other solutions such as recruiting additional teachers under different contractual arrangements than regular public servants, usually for lower salaries.

To discuss these issues, ADEA, together with Education International, the World Bank, and the Ministry of Education of Mali organized a Conference on Contract Teachers, which took place from 21 to 23 November 2004 in Bamako, Mali. The Conference brought together representatives of the Ministries of Education, Finance, Employment and the Civil Service, leaders of teacher unions and Parent-Teachers Associations from 12 countries as well as various development agencies and groups from civil society.

Substantial progress towards achieving Education for All

The participants underlined that the various experiments with contractual arrangements are occurring in the context of transition, and it is hoped in each case that improved resources will allow them to move beyond this stage. They also mentioned that these new teachers, recruited by countries facing both limited resources and enormous enrolment needs, have helped them make substantial progress towards education for all. However the great disparities in salary between different categories of teachers carry great risks of staff turnover, disaffection and frustration. Also, the training these teachers receive, which raised many questions about their qualifications and quality of performance, warrants further attention.

For these reasons, and while giving due consideration to the diversity of national situations, the Conference highlighted certain recommendations concerning the recruitment, training, working conditions and future prospects of contractual teachers, to take account of the following:

- Ensuring that the level – BEPC or more – the recruitment conditions and selection through testing would guarantee that standards meet those of a primary school teacher;
- Ensuring that initial training of at least 6 months would be followed by a professional development plan that includes continuing education and various teaching supports targeting in-service needs;
- Offering an indeterminate contract that includes career planning, promotion opportunities, social protection, and the rights and obligations in accordance with the law;
- An effort to provide a fair salary that would provide a decent livelihood while still being compatible with the resources of the country and the obligation towards equity and thus education for all;
- To manage the simultaneous existence of different categories of teachers by standardizing recruitment, initial training and continuing education so as to gradually reduce the disparities while also anticipating special conditions arising from constrained growth;
- To structure and regulate the planned transition in keeping with improvements in internal and external resources so that there is a gradual convergence of salaries in the different categories – while also taking account of the enormous needs in recruitment and financial sustainability in a context of implementing a complete, universal primary education for all children;
- Promoting social recognition and appreciation of the teaching corps at national and international level.

Countries will need to intensify efforts to mobilize resources in order to translate these recommendations into action; the resources must be used more effectively and be allocated to education and, especially, primary education. It is also necessary that commitments made by the international community should succeed in increasing aid at the same level as the needs identified.

The participants were pleased with the consensual results of the discussions and the commitment from everyone to work towards conditions allowing the fulfillment of quality education for all. They thanked the organizers as well as the Malian government for its generous hospitality. Finally, they enjoined the participants to extend and deepen the dialogue at the national level, and to involve all the stakeholders.

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1. Benin, Burkina Faso, Cameroon, Congo, Guinea, Madagascar, Mali, Mauritania, Niger, Senegal, Chad and Togo. Also attending were representatives of various development agencies and civil society organizations: CIDA, AFD, AIF, ADB, ILO, CONFEMEN, French Cooperation, GTZ, IIEP, ERNWA/C, SDC, UNICEF, UNESCO/IICBA, UQAM, ISSE/Guinea, and CRIFPE of the University of Laval.
Regional workshop on the problems and challenges of producing textbooks and other reading materials in African languages
Dakar, Senegal, November 26-30, 2004

Organized jointly by the Association for the Development of Education in Africa (ADEA), the African Publishers’ Network (APNET), Associates in Research and Education for Development (ARED), InWEnt Capacity Building International (InWEnt) and the UNESCO Institute for Education (IUE), the conference provided an opportunity for exchange and reflection about the ways and means to achieve the goal of providing books in national languages by national and regional publishers in an ongoing way as part of a policy to achieve basic education for all.

In addition to the above-mentioned organizers, the Conference was attended by some sixty specialists from the publishing field, education ministries, and NGOs from the following countries: Senegal, South Africa, Burkina Faso, Benin, Cameroon, the Ivory Coast, Guinea, Mali and Niger, as well as from the following organizations: the African Academy of Languages (ACALAN), BREDAG, CONFEMEN, the GTZ, and USAID.

With regard to taking stock of education policy in Africa, there was general agreement that to achieve the goal of quality universal education it is essential to take African languages into account in the educational systems and to create a solid framework for publishing books in African languages.

Obstacles and proposed solutions
There are several levels of obstacles as well as possible solutions:

- Funding for publishing suffers from a number of factors: the fragmented nature of public funding, when it exists; the lack of any real policy to help publishers; frequent institutional changes in Africa; the lack of timely information about tenders and funding procedures; and the difficulty in gaining bank loans to support publications in African languages. It is necessary to integrate a policy on books in national languages into industrial development policy and to ensure the allocation of a certain percentage of the education and culture budget in each country for publications in national languages.

- Publishers associations naturally need to play their full role in defending the interests of their membership by creating a databank or distributing a catalogue of the main donor organizations, which would highlight the fields they finance, the procedures involved and the conditions for eligibility. It is in the publishers’ interests to define their editorial policy clearly and to develop partnerships for co-publishing and/or co-production in order to strengthen their own resources.

- So as to establish reliable mechanisms to facilitate access to books in various places, including sales points, inspectorates, schools, libraries, and book deposits. It is necessary to liberalize the academic publishing industry in national languages in both the formal and non-formal sectors and to facilitate the acquisition of inputs by adopting measures for significant tax reductions and exemptions. Cooperation between countries was also encouraged in order to draw lessons from successful experiences in different countries in terms of the management, production and distribution of books in national languages.

- With regard to publishers, one problem they face is insufficient familiarity with their readership, which means they experience difficulties in mastering the actual situation of the market and distribution. So it is crucial to develop methods and strategies to better understand their current and potential readers in terms of their tastes, needs, concerns, financial capacities and even geographic location.

- Finally, the general lack of training of the players both upstream (authors, publishers) and downstream (distributors, readers) is a major problem. A recommendation was thus made to initiate additional and/or continuing education for publishers and authors in African languages (capitalizing on existing programs) and to develop a system to fund training using a fixed percentage of the cost of school book purchases by education ministries.

- Dialogue between the formal and non-formal sectors and between private publishers and NGOs helped to identify everyone’s strong and weak points. Based on this mutual understanding, the dialogue needs to continue in every country.

Finally, to ensure follow-up to the conference, the suggestion was made to set up and organize a committee to stay on top of all the decisions taken by the conference so as to ensure that the recommendations made in Dakar are concretized.

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Niger is a very poor country facing severe demographic and macroeconomic constraints and lagging far behind at all educational levels. In the late 1990s, the country set out with great determination on the path to Education for All, implementing a set of courageous policies at the primary education level that earned Niger recognition and support from the international community, the country being declared eligible for the Fast Track Initiative as early as 2002.

1. Strong population pressure and a difficult macro-budgetary context

Niger has a population of 11.5 million and displays the distinctive characteristic of not having begun its demographic transition. The very high rate of population growth (+3.1% annually) is raising the proportion of individuals under 15 years of age. Children aged 6 to 11 years accounted for 18% of the overall population in 2004, the highest proportion in Africa. This constant pressure on the potential demand for schooling necessitates sustained adjustment of educational provision, which in Niger is constrained by the difficult macro-budgetary context.

Niger’s economic growth has been volatile and less rapid than its population growth. As a result, per capita GDP declined over the 1990-2003 period from 145,000 CFAF to 137,000 CFAF in constant 2002 CFA francs. In addition, the country has a very low tax ratio, though it is rising slowly (10% in 2003, as compared to an average of 14% for the countries in the subregion). Given the difficulty of raising additional domestic resources, spending cuts and cash problems lead to a distortion in the actual financing of expenditures, to the detriment of non-salary spending.

2. A huge quantitative expansion of primary education owing to massive hiring of contract teachers

To meet the challenge of universal primary schooling in the context of the above constraints, Niger set out resolute-

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**Table 1. Synoptic table: Niger**

<table>
<thead>
<tr>
<th>Land area (sq.km)</th>
<th>1,267,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population in 2004 (millions)</td>
<td>11.5</td>
</tr>
<tr>
<td>Rate of population growth</td>
<td>3.1%</td>
</tr>
<tr>
<td>Proportion of the population aged 0-14 yrs</td>
<td>50%</td>
</tr>
<tr>
<td>Dependency ratio: (pop. 0-14 yrs + pop. 65 yrs and up)/ total pop.</td>
<td>108%</td>
</tr>
<tr>
<td>Urban population as % of total pop.</td>
<td>21%</td>
</tr>
<tr>
<td>Life expectancy</td>
<td>46 years</td>
</tr>
<tr>
<td>Human Development Index ranking</td>
<td>176/177</td>
</tr>
<tr>
<td>Per capita GDP (2003)</td>
<td>133,700 CFAF</td>
</tr>
<tr>
<td>Estimated real GDP growth rate for 2004</td>
<td>4.1%</td>
</tr>
<tr>
<td>Public spending on education as % of GDP (2004)</td>
<td>2.6%</td>
</tr>
<tr>
<td>Public spending on education as % of central government current expenditure (2004)</td>
<td>28%</td>
</tr>
<tr>
<td>Estimated adult literacy rate (22-44 years of age) based on a MICS household survey conducted in 2000</td>
<td>17%</td>
</tr>
<tr>
<td>Gross primary enrollment rate (2003/04)</td>
<td>50%</td>
</tr>
<tr>
<td>Gross primary enrollment rate (girls) (2003/04)</td>
<td>40.4%</td>
</tr>
<tr>
<td>Gross primary enrollment rate (rural girls) (2003/04)</td>
<td>36.6%</td>
</tr>
<tr>
<td>Rate of completion of primary education (2003/04)</td>
<td>27.6%</td>
</tr>
<tr>
<td>Pupils in private education sector as % of total number of pupils in primary education (2002)</td>
<td>3.7%</td>
</tr>
<tr>
<td>Pupil-teacher ratio (2003/04)</td>
<td>42</td>
</tr>
<tr>
<td>Number of textbooks (reading and mathematics respectively) per pupil (2003/04)</td>
<td>0.55 and 0.47</td>
</tr>
<tr>
<td>Contractual teachers as % of all primary school teachers (2003/04)</td>
<td>63%</td>
</tr>
<tr>
<td>Teachers’ salaries, as multiple of per capita GDP (2003/04)</td>
<td>6</td>
</tr>
</tbody>
</table>

Sources:
- HDI: UNDP.
- Economic data: WAEMU Commission.
- Public finance data: World Bank and IMF.

1. MICS: multiple indicator cluster survey.

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**About the Close-up section**

The purpose of the Close-up section is to summarize the characteristics of a country’s education system, taking a quantitative and comparative approach in order to shed light on the constraints and maneuvering room a country has to meet its basic goals, in particular the goal of quality universal primary schooling by the year 2015. The analysis is organized in three parts: a description of the main results of the system; an analysis of education policy in terms of its efficiency and the trade-offs made; and paths to reform in the form of simulations that take into account the system’s constraints and the areas allowing some freedom of action.
ly in 1998 to recruit a new type of teacher (initially called “education volunteers”, they were relabeled “contractual teachers” in 2003). As these teachers are paid only half as much as permanent teachers, the average compensation of all teachers was adjusted downward from 10 to 6 times per capita GDP between 1998/99 and 2003/04. This sharp reduction in the unit cost of education was immediately reflected over the 1998-2004 period by a sharp rise in the number of children in school in the first basic education level (+85% in five years) and in the gross enrollment rate (from 36% to 61%). The increase in enrollments that can be attributed directly to the hiring of contract teachers is estimated at 49%, which means that Niger nearly doubled the number of children in primary school thanks to this policy (see Table 2).

4. The fact that pupils learn very little compromises the chances of a lasting increase in literacy

The expansion of primary schooling, even when coupled with a reduction in disparities, is not a sufficient condition for sustainable education of generations of children: it is also necessary that pupils gain some knowledge from their schooling. The school system in Niger, however, seems to be faced with quality problems all its own.

The PASEC studies conducted in 2001/02 on a sample of 3,000 pupils, based on standardized tests in French and mathematics in the second and fifth year of primary school, revealed that pupils’ level of knowledge acquisition was disturbingly low in Niger: pupils in Niger obtained combined scores in the two subjects of 41.5 out of 100 in the second year and only 29.9 out of 100 in the fifth year, whereas the mean scores in seven other countries in French-speaking Africa that took the same tests were respectively 52.7 out of 100 and 43.9 out of 100. Moreover, it was found that one year before the end of primary schooling, a high proportion of pupils were in a situation of academic failure, as 30% had not acquired the minimum skills.

The very poor quality of education in Niger may be attributed to the number of hours of instruction actually delivered to pupils per year, which, though not well quantified, appears to be very far from the goal of 900 hours recommended in the guidelines for the Fast Track Initiative. The number of hours spent in school, which is the primary factor impacting pupils’ learning, is whittled down by a series of climatic, production-related, administrative and managerial constraints.
5. Inequalities in school enrollments are still substantial

The drive for quantitative expansion of the system at the first level of basic education mainly benefited rural areas: the access rate increased from 21% to 54% between 1997/98 and 2002/03, and the gross enrollment rate from 20% to 36.5% in rural areas. The reduction is less perceptible in terms of enrollment disparities between boys and girls or between children from well-off and disadvantaged backgrounds. Nevertheless, urban-rural disparities in the primary gross enrollment rate are still three times as severe as gender disparities, clearly indicating that the main challenges facing universal primary education are situated in rural areas.

The distribution of Niger’s public resources, another important aspect of equity, followed an encouraging trend from 1997/98 to 2002/03, as the proportion of public education spending consumed by the best-educated 10% fell from 80% to 60%. Nevertheless, Niger remains an extremely and structurally egalitarian country: approximately 90% of those enrolled in the two highest levels of Niger’s education system (secondary and higher education) are of urban origin and belong to the top income quintile of the population.

6. Low but improving efficiency

Education spending, which accounted for 4.5% of GDP in 1990, fell to 2.6% in 2002. Although the share of public spending on education in Niger is only slightly below the average of 3% observed in the other countries in the subregion, the quantitative result in terms of educational coverage is lower by half: school life expectancy in Niger is 3 years, as against an average of 6 years in other African countries. This mediocre performance shows that public resources are not efficiently transformed into effective schooling (see Figure 2). Each percentage point of GDP allocated to Niger’s education sector yields 1.12 years of schooling, which is the lowest indicator of overall productivity in the subregion (by way of comparison, this indicator stands at 2.36 in Guinea, 1.56 in Senegal, 1.27 in Burkina Faso and 1.24 in Mali). Efficiency gains are therefore possible.

Analysis of the internal efficiency of Niger’s education system shows that the country has made progress in this respect in the first basic education level. However, one-fourth of the public funds appropriated are still wasted, mainly because of pupils dropping out early due to a shortage of provision (approximately 10% of rural schools do not offer a complete course of primary schooling) and to parents’ perception that the opportunity cost of sending children to school is particularly high, particularly for girls. Whereas the index of overall efficiency tends to deteriorate in the second basic education level (69%), it improves in the intermediate grades (82%). Substantial improvement in resource utilization at the second level of basic education is thus a pre-requisite for expanding access to this level.

7. Trade-offs in resource utilization needing to be pursued

- Trade-offs between sectors. Education is given high priority in the budget, as 28% of current spending is allocated to the education sector (nearly ten percentage points above the average for African countries with efficient school systems).
- Trade-offs within the education sector. From 1998 to 2002, the structure of education spending shifted in favor of primary education (whose share rose from 44% to 58.7% of current expenditure), technical education and vocational training, and to the detriment of higher education. Although the high priority given to primary education is consistent with Niger’s lagging enrollment rates, it seems difficult to take this any further without distorting the development of the system as a whole.
- The trade-off between quantity and unit expenditure in primary education. Whereas Niger had long opted for allocating more resources per pupil (with poor results in terms of quality), to the detriment of the number of children in school, this tendency has been reversed since 1998. Although unit costs in Niger are higher than the average for similar countries, the difference is more glaring at the preschool, secondary and higher education levels than in primary education; it therefore seems reasonable, given the objective of stabilizing the teaching force at the primary level, to look for maneuvering room at these other educational levels.

8. Restructuring the teaching force to make the recruitment policy sustainable and retain teachers in primary classes

Although Niger is not the only country to have a heterogeneous teaching force, the drive to recruit new teachers was particularly intense there, such that contractuals came to represent the majority of in-service teachers as early as 2002/03. To accompany this shift, two series of measures that are already under way should be pursued and consolidated.

- The first, a series of institutional measures, concerns the construction of a coherent system for managing teaching staff that takes account of the future teaching force requirements needed to allow Niger to achieve universal primary education by 2015. The annual growth rate of the teaching force over the 2001-2015 period needed to achieve universal primary education stands at an average of 2.5% for all of Africa, but reaches the record height of 12% in Niger. Through its earlier policy choices, Niger succeeded in containing the increase in “parents’ teachers”, i.e. teachers hired and paid by some of the poorest communities and families. As a result, the process of harmonizing the teaching force would appear to be less complex...
## Improving administrative and educational management to raise educational quality

Niger’s education system shows mediocre results in terms of quality despite a high level of unit expenditure. Two points are worth considering.

The first concerns resource allocation to schools. In Niger, the randomness associated with the allocation of teaching staff in schools dispensing the first level of basic education worsened slightly from 2000 to 2004, from 15% to 19%. This is nevertheless a good result in comparison to the levels of randomness calculated for other countries in the subregion and given the high rate of enrollment of new teachers at the primary level.

The second relates to improvement in the transformation of resources into results through better control of the teaching process. What teachers do in class contributes much more to their pupils’ performance than the human or physical resources allocated to the school or to the school’s environment. Moreover, a PASEC study has shown that, given identical individual characteristics of pupils and equivalent school conditions, substantial differences in pupils’ level of knowledge acquisition are observed depending on the class to which they are assigned. Niger is beginning to consider these issues and to acquire tools for monitoring them (see technical brief on school indicators and efficiency indices), in particular through its participation in the international AGÉPA initiative 8.

## Defining education policy options for the post-primary level in the context of the poverty reduction strategy

Niger’s economy will remain a two-tier economy in the years to come, with on the one hand a traditional sector that generates the bulk of employment and on the other a modern sector that, though growing, employs only a limited number of people. Individuals will therefore join the workforce primarily through the traditional economy. The education system structure that logically ensues is one that strives for universal basic education (first and second basic levels) and for steering intermediate, technical and higher education toward coherence, in quantity and quality, with the demand expressed by the modern labor market. This suggests that it would be advisable, on the one hand, to organize the control of pupil flows in the system and on the other to accompany control of access to the upper levels of the system with improvement in the quality of intermediate, technical and higher education provided.

### Table 2. Estimate of the enrollment increase attributable to hiring of contract teachers

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<tbody>
<tr>
<td>Total number of pupils in school</td>
<td>927,000</td>
<td>805,600</td>
<td>648,000</td>
<td>1,598,900</td>
<td>844,493</td>
<td>824,500</td>
</tr>
<tr>
<td>Number of pupils who would have been enrolled if there had been only permanent teachers</td>
<td>918,720</td>
<td>694,830</td>
<td>504,040</td>
<td>1,164,247</td>
<td>612,853</td>
<td>552,441</td>
</tr>
<tr>
<td>Enrollment increase attributable to hiring of contract teachers</td>
<td>8,280</td>
<td>110,770</td>
<td>143,960</td>
<td>434,653</td>
<td>231,640</td>
<td>272,059</td>
</tr>
<tr>
<td>% of additional children enrolled</td>
<td>1%</td>
<td>16%</td>
<td>29%</td>
<td>37%</td>
<td>38%</td>
<td>49%</td>
</tr>
</tbody>
</table>

Source: PASEC-CONFEMEN (2004), Profils enseignants et qualité de l’éducation primaire en Afrique subsaharienne francophone : Bilan et perspectives de dix années de recherche du PASEC.

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1. The real GDP growth rate was 10.4% in 1998, -0.6% in 1999, -1.4% in 2000, +7.1% in 2001, +3% in 2002 and +5.3% in 2003.

2. PASEC: Program of Analysis of Education Systems of the Conference of Ministers of Education in French-speaking Countries (CONFEMEN).


4. The index of internal efficiency is the ratio between the number of pupils who would reach the last primary year and the number of pupil years actually consumed (including repetitions and drop-outs).

5. See the technical brief «Context and trade-offs» in the April-September 2003 issue of the ADEA Newsletter (Vol. 15, Nos. 2-3, p. 23).

6. The education system had 11,142 teachers in 1998/99 (10,943 permanents and 198 "civic volunteers") and in 2002/03, 20,304 teachers (9,730 permanents and 10,574 «contractual» teachers).

7. Pôle de Dakar (2004), La question enseignante dans la perspective de la scolarisation primaire universelle en 2015 dans les pays CEDEAO, CEMAC et PALOP.

8. The Programme d’Amélioration de la Gestion de l’Éducation dans les Pays Africains (AGÉPA) is headed by the World Bank and supported by France, Norway and Ireland.

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**CEMASTEIA**

Centre for Mathematics, Science and Technology Education in Africa

The Centre for Mathematics, Science and Technology Education in Africa is located at Karen a few miles from the center of Nairobi, Kenya. It is the Secretariat of the newly created ADEA Working Group on Mathematics and Science Education (WGMSE).¹

**How it began**

CEMASTEIA is home to the Strengthening of Mathematics and Science at Secondary Education (SMASSE) Project in Kenya, and provides the secretariat of SMASSE-WECSA, which serves Western, Eastern, Central and Southern Africa. It was established to increase the number of staff available to meet the need for increased skills upgrading activities of the SMASSE Project. The project started as a joint venture between the Government of Kenya through the Ministry of Education, Science and Technology (MOEST) and the Government of Japan through Japan International Cooperation Agency (JICA) as a pilot project in July 1998. SMASSE has since expanded to cover all of Kenya. At its inception, SMASSE targeted continuing education for teachers, but has expanded its reach to In-Service Education and Training (INSET) of secondary schools principals, Inspectors of schools, District Education Officers, tutors of mathematics and science secondary school teacher training colleges and tutors of technical and vocational institutions.

Collaborative activities with other African countries started through a series of regional conferences leading to the birth of SMASSE-WECSA Association. The association was registered under the Societies Act of the Republic of Kenya in 2003. This effort to strengthen networking in mathematics and science education was recognized and registered with the United Nations (UN) by the Japanese Government during the World Summit for Sustainable Development (WSSD), held in Johannesburg in 2002.

The Government of Kenya also recognized a leading role of Kenya in the capacity building for mathematics and science education in Africa. Thus the Government of Kenya decided to donate the centre for full use of SMASSE project, SMASSE-WECSA and now WGMSE activities.

CEMASTEIA provides a perfect environment for education and learning. It can now house 92 people who dispose of three laboratories, two classrooms and various administrative buildings. The Center is managed by a director and a board of directors. At the moment it houses 62 Kenyan academics, 6 Japanese and 37 administrators who ensure everything functions smoothly.

**Purpose and mission**

Objectives of CEMESTEA are:

- To enhance capacity building of mathematics and science educators in Africa;
- To strengthen the networking of mathematics and science educators in Africa;
- To enhance dialogue between mathematics and science educators and policy makers; and
- To promote analytical work in mathematics and science education.

The Center serves as:

- A center for continuing education;
- The Secretariats of the SMASSE-WECSA Association and ADEA WGMSE;
- A center of South-South Cooperation in mathematics and science education; and
- A center of excellence through research and development.

**Achievements**

Kenya, the SMASSE pilot project was completed in 2003. Since 2004, 1,000 District Trainers who will subsequently train 20,000 mathematics and science teachers at district level have completed the first cycle. The center has helped to establish a sustainable national INSET system and 91 district centres equipped with training materials and equipment. In December 2004 the center was entirely renovated.

CEMASTEIA has also been active in other countries. It has:

- Organized two training sessions for 127 participants from SMASSE-WECSA member countries (Botswana, Burundi, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Niger, Nigeria, Rwanda, Senegal, Seychelles, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe);
- Held four regional conferences in Ghana, Kenya, and South Africa;
- Collaborated with educational institutions, government and international organizations, such as UP-NISMED² and NEPAD³;
- Assisted capacity building in mathematics and science education in Malawi, Zambia, Nigeria, and Uganda through joint workshops and seminars; and

Several upcoming regional activities are planned for 2005: at the end of March the new ADEA Working Group will be launched; this will be followed by a SMASSE-WECSA regional conference in Kigali; and end December, CEMESTEA will host 88 interns from different countries of sub-Saharan Africa.▼

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1. The proposal to create a new ADEA Working Group, suggested simultaneously by the Kenyan Ministry of Education, Science and Technology, and by MVA, goes back to 2003. The ADEA Steering Committee approved the proposal at its November 2004 meeting in Kigali.
2. The University of Philippines National Institute for Science and Mathematics Education
3. NEPAD has taken note of SMASSE-WECSA’s main activities and has signed a Letter of Agreement with the Association.
ADEA Activities

**January 2005**

*24-28*
Training workshop on the financing of education
WG on the Financing of Education, Lilongwe, Malawi

*27-28*
Meeting of the Working Group on Non Formal Education to discuss implementation of 2005 work program
WG on Non Formal Education, London, UK

**February 2005**

*19-20*
Extraordinary session of the WG on Higher Education to discuss 2006-2008 strategic plan
WG on Higher Education, Capetown, South Africa

*21-25*
Training workshop for journalists and communication officers
WG on Communication for Education and Development, Bamako, Mali

*21-26*
Launching in Mauritius of the peer review exercise
WG on Education Sector Analysis, Mauritius

**March 2005**

*7-18*
National workshop on communication for education and development
WG on Communication for Education and Development, Antananarivo, Madagascar

*14*
Meeting of the Bureau of the ADEA Steering Committee
ADEA Secretariat, Enghien-les-Bains, France

**April 2005**

*26*
Consultative meeting of the ad hoc committee on Non Formal Education
WG on Post-Primary Education
WG on Post-Primary Education, University of Edinburgh, Edinburgh, UK

*28-29*
Meeting of the preselection jury for articles submitted for the Africa Education Journalism Award
WG on Communication for Education and Development, Cotonou, Benin

**May 2005**

*24-27*
ADEA Steering Committee Meetings
ADEA Secretariat, Enghien-les-Bains, France

Other Activities

**January 2005**

*25*
Consultation on the recruitment and migration of highly-skilled labor
Commonwealth Secretariat, London, UK

**February 2005**

*21-25*
11th General Conference of the Association of African Universities (AAU) on the future of higher education in Africa and cross-border provision
AAU, Capetown, South Africa

**April 2005**

*5-7*
Permanent Forum on Practice
National Agency against Illiteracy, Lyon, France

*8-11*
2nd conference of African Union Ministers of Education
African Union, Algiers, Algeria

*8-12*
22nd Ministerial Session of the African and Madagascar Council for Higher Education (CAMES)
CAMES, Ouagadougou, Burkina Faso

*27-28*
Re-integrating Education Skills and Work in Africa
University of Edinburgh, Edinburgh, UK

**May 2005**

*16-20*
Sub-regional workshop on policies, planning and management of primary teachers in rural areas of Africa
World Bank with the support of the Government of Lesotho and the Netherlands Fiduciary Fund, Maseru, Lesotho

*19, 20, 21*
International forum on education journalism: Education and international competition – towards a global model
International Center for Pedagogical Studies (CIEP), Paris, France.